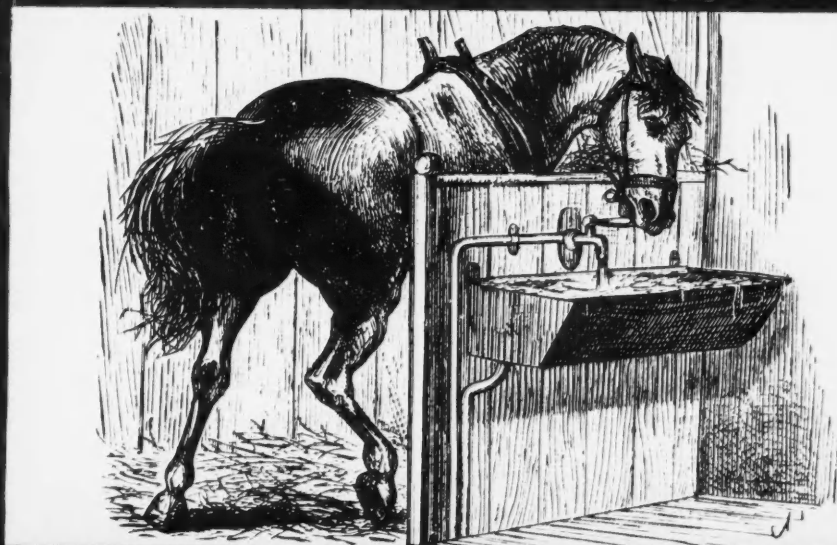




CANADIAN

WELFARE



"CRUELTY IS WROUGHT BY WANT OF THOUGHT, AS WELL AS BY WANT OF HEART"

See contents page and article page 249.

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The Canadian Welfare Council

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Cover picture. The caption applies to people as well as horses. Both caption and picture are taken from the tenth annual report of the Charity Organization and Humane Society of London, Ontario, dated 1906-07. In his article on the history of this society, page 249, Mr. Miller has, for lack of space, not mentioned that its work embraced both man and dumb beasts.

November 15, 1960

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From the Editor's Desk

● Leafing through the fresh-from-the-press September issue to see how it looked, I suddenly burst out laughing and rushed down the hall to Paul Friesen's office. "Look," I said, "if you get anything queer in the mail, this will be why," and showed him page 212. By a misprint we had suggested sending him "glossary" prints instead of "glossy" prints, for the photograph collection he is setting up for the Canadian Welfare Council. Never mind, this gives an occasion to say again that readers are invited to contribute, for possible use in exhibits and publications, glossy prints or negatives of exceptionally good photographs that illustrate welfare services. Address them, please, to Mr. Paul Friesen, Public Relations Branch, Canadian Welfare Council, 55 Parkdale Avenue, Ottawa 3.

● I had to change trains, and emerged from a comfortable, air-conditioned pullman into the hell of the Pennsylvania Station, New York, to get to another platform. Hell it was: noise of steel on steel, voices from loudspeakers louder than life and infinitely more metallic; underground gloom of black girders and pallid electric light.

Amid all the clangour, cut off from earth, daylight and sky, were commuters jostling on platforms, running up and down steel stairs, or gliding to and from other levels in diagonal files with that curious dream-like motion of people on escalators—everybody irritable in the good-humoured everyday way of New Yorkers.

I, a visitor from another world, saw them as actors in what would have seemed to H. G. Wells a megalopolitan nightmare. A different race from us small-city folk? Not really. They carry their lunches, fumble for their change, or swoop for their dropped handbags, even as you and I. Transplanted, they would be uneasy, miserable, like people cut off from the coffee they have been habituated to drinking all day long.

The human organism, responding to man's drive to dominate nature, has stood a lot—from primeval forest, to farms, to towns, to the subterranean inferno of a New York station—and is looking for more. I wonder how many young men, like one I know, have offered themselves as prospective passengers on space ships to the moon?

M.M.K.

FIRST TIME OF MEETING IN CANADA

Montreal will be the locale for the ninth Annual Program Meeting of the Council on Social Work Education, February 1 to 4. This is the first such meeting to be held in Canada. The conference is open to anyone interested, and 600 people are expected from schools of social work, undergraduate university departments, the professional associations and public and voluntary organizations from Canada, the United States and foreign countries. They will consider together educational issues and changes in practice that affect social work education. The registration fee is \$5.00 for members, \$8.00 non-members, and \$1.00 for students. For program and registration card, apply to: Mrs. Theriault, Registrar for the Annual Program Meeting, 3600 University Street, Montreal.

Christmas

The giving of presents and the sending of beautiful cards is a lovely custom, warming the giver and the receiver in its glow. Christmas is all too often marred, however, by our doing far too much, by widening the circle of greetings and tokens to many who rightly command respect rather than affection: mere acquaintances, business "contacts", casual friends of long ago. It is sad to see people making a burden of the season of love and good will, wearily scouring the stores for things to buy, sitting up at nights addressing envelopes, groaning over the expense, victimized by their own desire to seem Cratchets, not Scrooges. Last year a number of people went off on a new tack in their observance. A business firm for instance, broke with its usual custom of sending presents to its customers, and simply wished them a Merry Christmas. Quite a few people, in place of sending expensive cards to too many people, sent a donation in the name of their friends to their favourite "cause". Their lead might be followed, in whatever way suits them best by many others who have come to dread Christmas and who might come to love it again if they could only simplify it. The season will always be one of unusual exertion and expense; we cannot fulfil its meaning without spending both our strength and our goods. All that is wrong is feeling driven to it by whatever anxieties and social pressures may drive us. A little thought, a little firmness, a great deal more freely-expressed love—and we have the spirit of Christmas in our own hands and hearts. Joyeux Noël!

Manpower and Employment

The unemployment that we face this winter presents two kinds of grave problems. The first problem is itself threefold: to provide material help to the unemployed and their families who without such help would suffer severe hardship; to get as many people as possible back to work as quickly as possible; and to prevent deterioration of the morale and skill and maintain the employability of those who cannot find jobs immediately. The primary need is of course employment, and everything possible should be done to put men into the positions that are still available and to create more employment opportunities. Men who are out of work because they are not qualified to take the jobs that are open should be guided to whatever training facilities are available. Young people should

be enabled to stay in school, so that they in turn will not find themselves without the skills necessary for a labour market that demands ever more skilled workers.

The second great problem is the future employment outlook, which an unemployment level that seems to be rising from year to year makes a matter of vital concern. As was pointed out in the July issue of this magazine, too little is known about the present nature of the labour force and labour market even to make the best attack on the immediate critical problem. Still less is known about their future nature. To work towards full employment for the years ahead it will be necessary periodically to estimate changing labour requirements, the number of people who will be coming into the labour force, and the education and skills they will require.

The studies of the Special Senate Committee on Manpower and Employment will very likely assemble the sort of information that is necessary now and identify the kinds of information that will be needed to make long-range action effective. The Canadian Welfare Council is happy to be one of the organizations invited to submit briefs to the Committee, and is now at work on its own presentation. The Council will call attention to the necessity for taking the long range view of the manpower problem, and will make practical suggestions about what should be done for the welfare of the unemployed, including and emphasizing the measures that must be taken to maintain and improve their employability.

Because I am supposed to know something about philanthropy, my desk is the focus for many strange requests. The 'phone rings, and a cultivated Madison Avenue voice asks whether he can claim for his client that a gift of sundry millions is the biggest gift ever made to a woman's college? Or a correspondent wishes a list of the fifty largest gifts in history, in any nation at any time. The last of these requests was the straw that broke this patient camel's back. In reply, I wrote this letter:

Sir: I should like to nominate for a place among your fifty largest gifts in history the two mites which a lady in Palestine dropped into the collection box nearly two thousand years ago.

Perhaps you remember what an observer said at the time: "This poor widow has put in more than all those who are contributing to the treasury. For they all contributed out of their abundance; but she out of her poverty has put in everything she had, her whole living."

Indeed, you might wish to place this gift at the head of the list. Certainly it is one of the largest in terms of capacity to pay. Besides, it has by the power of its example brought to philanthropy many, many millions of dollars, particularly from people of small incomes who nowadays, even statistically, give "more than they all".

Sincerely yours, F. Emerson Andrews.

(From proceedings of the Fourth National Conference on Solicitations, Detroit, 1957)

London, Ontario

Pioneer Welfare Planner

by Orlo Miller

The first step towards social reform in London, Ontario, was taken the day Michael McLoughlin threw the stocks into the Thames River.

That was in 1832, six years after the city was founded. It was a symbolical act of rebellion against a body of cruel, repressive and barbaric laws and social customs imported by the first settlers from the United Kingdom. The stocks and the pillory, shameful and degrading to the human spirit as they were, were mild compared to such satanic punitive devices as the public execution and dissection of condemned criminals, branding, flogging *à l'outrance*, and mutilation of the tongue and ears—all of which were practised in the area in the first 50 years of the settlement of the province. Less dramatic perhaps, but even more revolting, was the practice of auctioning off indigent widows—a case of which occurred at the village of Delaware near London as late as 1816.

Michael McLoughlin was one of the first to strike a blow at this mediaeval heritage. London has ever since been a pioneering community in the field of social welfare. It was the home of Dr. John Salter whose one-man crusade against capital punishment and

the infamous Debtors' Act had far-reaching consequences throughout Canada.

It was also the home of the first community welfare council in Canada's history. That council, under the latest in a series of titles, still serves its community 64 years after its founding.

1826 planned community

To understand why, it is necessary to go into the background of this community. London was never a crossroads. From the beginning it was a planned community. It was created on paper early in 1826 as the judicial and administrative capital of a district taking in several present counties in southwestern Ontario. In March of that year, it was virgin bog. By November the bog was still there but now criss-crossed with surveyor's stakes representing embryonic streets, and several dozen people were living there.

By 1832, when Michael McLoughlin disposed of the stocks, the village had a population of approximately 300 families, some of whom were indigent. This was the first social problem. It was faced in a rough-and-ready manner by the payment, grudgingly made

Orlo Miller has long been interested in the history of the area around London, Ontario and has written several historical books as well as CBC-produced plays on the subject. Now, as deputy executive director of the United Community Services of Greater London, he traces the development of welfare services in his city.

out of public funds, of a few shillings a year. And in passing it is worth noting that some of the community's present multi-problem families made their first appearance in the record books of the Court of General Quarters Sessions of the Peace 130 years ago.

1857 depression

As the population of London increased from 1,000 in 1836 to 16,000 in 1856, indigency and related social problems increased proportionately. The amount spent on direct cash relief also increased proportionately from five shillings (one dollar) to £5,000 (\$20,000), a larger jail was built and a House of Industry established.

In 1857 London, in common with most communities in North America, entered a period of intense financial depression touched off by widespread crop failure, the collapse of the European wheat market and the subsequent bankruptcy of a great number of Canadian and American financial institutions. While conditions were bad in all Canadian urban communities, they were infinitely worse in London. This was partly because of the district's almost complete dependency on a wheat economy and partly because of a dramatic drop in inflated land values.

The two following years saw the first large-scale, community-wide effort at meeting the needs of the indigent and socially-handicapped. For the first time in the city's history, the spectre of poverty invaded the ranks of the professions and the upper middle classes. This would not happen again until the 1930's. For the first time, a doctor, a dry goods merchant and an unemployed mechanic might well rub shoulders in the same

crowded, filthy cell in the debtors' prison.

The realization that indigency with its attendant physical ills and social degeneration could come to anyone shattered the complacency of the middle classes. Economically and socially it was a traumatic experience which drastically altered the course of the city's history. Financially, the influence of those two years was not completely dissipated until the outbreak of World War II.

Sociologically, the depression of 1857-1859 resulted in the reform of the Debtors' Act, the establishment of a permanent city hospital, the formation of a municipal relief department financed by regular annual grants from tax funds, the founding of small welfare funds by a score of fraternal organizations and churches, and the foundation of a citizens' welfare committee patterned loosely after the Sanitary Aid Societies established in many Northern cities during the American Civil War to provide relief to soldiers and soldiers' families.

Dr. Salter

Only one name emerges with any clarity from the records of this period. Dr. John Salter, formerly a surgeon in the British merchant marine, came to London in 1835 and opened a drug store. From that time until his death in 1881, he prosecuted a one-man campaign for social reform.

His prime interests were the abolition of the death penalty, improvement in prison conditions and the treatment of the offender, and the repeal of the Debtors' Act, although he also consistently supported any citizens' movement for social amelioration in any field.

For ten years he edited an influential local weekly newspaper, the London

(Canada West) Times, the columns of which he employed vigorously to support his views.

Although his use of statistics will not stand modern scrutiny, he was one of a handful of social reformers of the mid-nineteenth century who would not be out of place at the board table of a modern community welfare council.

The new charity

In spite of the influence of a few such leaders an informed social conscience was slow to develop in London. Someone had to first break through the sticky epidermis of sentimentality with which Victorian "charity" was invested before there could be true progress. London needed a pattern—a design to follow.

By dawn of the 1880's, patterns had been established elsewhere—by the Association for Improving the Condition of the Poor in New York City, by the Charity Organization Societies in New York and London, England, and by other similar organizations. A new concept of charity was rapidly emerging—a concept that saw poverty merely as a symptom of more deeply-rooted causes. The key-word in this concept and its techniques was "investigation".

By the early 1880's knowledge of the "New Charity" had reached London and its methods were being actively employed. The practitioners were the board members and "visitors' committee" of the Women's Christian Association, operators since 1876 of an Aged Women's Home, a Home for Old Men, an orphanage and a Women's Refuge. Without apology I quote from an account of the annual meeting of the Association for 1889:

Its members visit all kinds of sufferings brought to their notice and very few

Matinée

...THE BEST
FILTER
CIGARETTE



...TOP TASTE...TRUE MILDNESS
...THE BEST ALL'ROUND FILTER

in the city escape them. They give relief when needed, *investigate each case carefully*, and use a wise discretion as almoners of the funds intrusted to them by the charitably disposed. In addition to this they conduct the Aged Women's Home, the Home for Old Men, and the Women's Refuge, visit the prisoners at the jail and try to reclaim them by kind influences and religious exercises. They also do good work at the Hospital . . . In fact the usefulness of the society is only limited by the modest means at its command . . . There is doubtless a great deal of ill-bestowed charity, and if those who are in the habit of bestowing gifts upon the needy without careful inquiry would make the Women's Christian Association their almoner, they would do twice as much good with half as much outlay. (The italics are mine.)

Allowing some latitude of interpretation, the W.C.A. in its broad community interests and methods of operation may almost be considered an embryonic community welfare

council. In any event from the publication of this report 71 years ago to the present moment there is complete continuity in the history of social work in London. The 26 women and one man who formed the board and visitor's committee of the W.C.A. are the spiritual ancestors of the latest graduates of schools of social work now beginning their careers in the city on the Thames.

A council is born

Indeed the Women's Christian Association played an even more significant role in the history of social welfare in London. In 1893 many of the amateur caseworkers of the W.C.A. figured prominently in the establishment of the Children's Aid Society of London and Middlesex and again, in 1896, in the foundation of the Charity Organization Society, London's—and Canada's—oldest community welfare council.

The founding of the Children's Aid Society under the enabling legislation provided by the Children's Protection Act (Ontario, 1893) brought into sharp relief a new community need—a central co-ordinating agency. The W.C.A. and the C.A.S. were the giants in the field of community service, but their work was being rendered unnecessarily difficult by the chaotic and duplicative efforts of a score of other organizations and churches as well as hundreds of well-meaning individuals.

The W.C.A. and the C.A.S. spearheaded the movement to establish a community-wide council for charities. They encountered little or no community resistance and by the end of 1896 the new organization was actively at work. The name and pattern adopted were those of the Charity Organization Society of New York City.

The seven objectives of the Charity Organization Society of London, Ontario, as printed in the constitution read:

Article I.

The name of this Society shall be "The Charity Organization Society of London".

Article II.

The meetings shall be held in the City Hall, and the Mayor of the City shall be Honorary President of the Society.

Article III.

The Society shall be conducted upon the following principles:

1. Every department of its work shall be completely severed from all questions of religious belief, politics and nationality.
2. The Society shall not directly dispense alms in any form.

Article IV.

The objects of the Society are:

1. To be a *centre of intercommuni-*
cation between the various *churches*
and *charitable agencies* in the city,
to foster *harmonious co-operation*
between them, and to check the
evils of *overlapping of relief*.
2. To investigate thoroughly and
without charge the cause of all
applicants for relief which are
referred to the Society for inquiry,
and to send the persons having a
legitimate interest in such cases full
reports of the results of investiga-
tion. To provide visitors, who shall
personally attend cases needing
counsel and advice.
3. To interest the proper charities
and charitable individuals towards
the relief of deserving cases.
4. To procure work if possible for
poor persons who are capable of

being wholly or partially self-supporting.

5. To repress mendicity by the above means, and by the prosecution of imposters.
6. To promote the general welfare of the poor by social and sanitary reforms, and by the inculcation of habits of providence and self-dependence.
7. To lift up the needy above the necessity for relief and through friendly intercourse, advice and sympathy, to help the poor to help themselves.

London's C.O.S. followed closely the pattern of its parent organization in New York. There was an information bureau where "Societies and private persons of benevolence may obtain the fullest information as to the help given to those in need, and whether they require further help, and of what nature"; there was an employment bureau and a "Savings Bank" along the lines of New York's "Penny Provident Fund". Further, there was a woodyard where indigent, able-bodied men might obtain work-relief, and a potato patch to provide summer work and winter sustenance for the poor.

Thus far, the Charity Organization Society of London, Ontario, was not a unique manifestation. Similar organizations of like name sprang up in a number of larger Canadian cities and towns at the turn of the century and later.

What makes the London organization different is that it was no ephemeral phenomenon. It existed under its original name or a variation thereof (for part of its life it was listed in the city directories as the *United Charity Organization Society*) for 23 years and then, rather than disappearing,

assumed a new name, stripped of Victorian connotations.

Annals of metamorphosis

The annual reports of the Society covering the years 1896 to 1913 inclusive have been carefully preserved among the records of the Children's Aid Society of London and Middlesex: the superintendent of the Children's Aid Society was also secretary of the C.O.S.

The reports offer a fascinating study of changing methods and growing technical sophistication. The first report emphasizes the number of cases where overlapping of charity has been detected, notes the establishment of an Index and complains of the problems presented by an encampment of villainous gypsies. The 13th report (1913) speaks of a "confidential exchange", refers to an established social work community, and in two or three places uses the expression "casework". In the interim between the two reports the metamorphosis of the "New Charity" into modern social work techniques had been completed.

Meanwhile the field was expanding enormously and at a much faster rate than the C.O.S. New organizations had been created outside the perimeter of the C.O.S. membership. By the early winter of 1913 the situation had become critical. The London Free Press reported on December 9 that a meeting had been held of 50 delegates "representing practically all societies in London interested in charitable, public health and social work". The purpose of the meeting was to "proceed with the organization of a federated body for the more businesslike administration of their affairs".

This is somewhat vague. The report given by Joseph Sanders, C.O.S. secretary and "inspector" at the annual



IMPROPER HOUSING CONDITIONS--The poor are often crowded into old and unsanitary buildings, and into foul smelling alleys.



No conveniences, no play space for the children; nothing to make life worth living. Drunkenness, neglected children and crime results.

meeting on January 9, 1914, gives us a clearer picture:

Never in the history of our city has there been so many societies attempting charitable work and the amelioration of social conditions, and there is at the present moment nothing so essential as that these should join forces and so prevent overlapping and waste of both resources and effort. . . . Meetings of Social Workers have already been held and a Clearing House to be known distinctly as such is in the process of formation. The most active members of your organization and its officers have been concerned in this. It was felt that all the social workers of the city would more readily join forces in a small society organized amongst themselves for that purpose and the experiment is to be tried. It will take the form of a confidential Exchange Service such as is used in connection with the Charity Organization Societies of the large American cities. Our own Charity Organization Society has during the whole time of its existence acted as a Clearing House . . . but in a somewhat smaller capacity than that now contemplated. There have been so many recent appointments to social service in the city and the work has become so large that a means of exchange and intercourse became a necessity. . . . The new organization will not itself do case work of any kind or dispense charity, and there will be very little if any expense involved in its operation, its purpose being only as outlined.

By the spring of 1914 organization problems had been solved, a constitution had been adopted and the London Social Service Federation had come into being. The C.O.S. had been a community welfare council in a limited, Victorian sense; the Social Service Federation was a community welfare council by modern definition. Its membership included representatives of all "religious, education, indus-

trial and philanthropic organizations in London"; its objects were to unite these forces "for the study, the practical application and the teaching of the most efficient principles of social amelioration and construction".

The work of the Federation was divided into four departments—charity clearing house, social construction, finance, and educational publicity. Three of these have a familiar ring; "social construction" becomes familiar on definition of the work on which its five committees were engaged. There were committees on juvenile court work, recreation, industrial conditions and religious conditions. There was also a committee on "social purity". This had as its aim the promotion of "one moral standard for both men and women".

Marriage of fund and council

A significant feature of the new set-up was the relationship between the Federation and the C.O.S. The Federation was a clearing house; it did not itself dispense charity. This latter function was left to the Charity Organization Society, whose funds were derived from contributions from private individuals and an annual municipal grant. Here, then, is an early marriage of the fund-raising and social planning functions of the modern community fund and welfare council.

From this point on, the paths of the two organizations are relatively easy to follow. In 1919-1920 the C.O.S. passed out of existence under its old name. Its fund-raising function was taken over by the United Welfare Fund Association, a true community fund which did not itself dispense charity but provided funds annually for the operation of its member

agencies. Its first campaign target, incidentally, was for the surprisingly large sum of \$155,000.

The U.W.F.A. managed to survive with varying success until its charter was reviewed and its funds absorbed by the newly-created London Community Chest in 1940. The Chest in its turn gave place in 1956 to the London United Appeal.

The London Social Service Federation in 1924 became the Social Service Council of London. Six years later it was reorganized as the Council of Social Agencies. With the formation of the Community Chest in 1940 it became the Council of Social Planning and entered a period of expanded activity, receiving its operating funds from the Chest and engaging a part-time secretary. In September 1943, the first full-time executive secretary was named.

Three years later the Council amalgamated with the Chest under the joint title, the Community Chest and Planning Council. This relationship continued after the formation of the United Appeal and until the complete reorganization of the two bodies in 1958 when the United Community Services of Greater London was formed.

U.C.S. is a community welfare council which as one of its functions conducts the annual United Appeal. The wheel has thus come full circle, for in 1896 the Charity Organization Society was a welfare council which also raised and distributed funds.

This long history of 64 years has not been without its crises. Frequently the death or removal of lay or professional leaders has caused periods of relative stagnation, but never dissolution. Community concern seems always to have been awakened before rigor mortis set in, and rejuvenation was almost invariably accompanied by re-christening. This latter fact has until now obscured and isolated one from another the various chapters of the history of Canada's oldest community welfare council.

I can only hope that this necessarily brief account may evoke challenges from other communities. I require only some such small incentive to unwrap the reluctant ceremonies of the citizens' welfare committee of 1864, to prove its relationship to the Women's Christian Association and thus push backward into time the origin of London's United Community Services an additional 42 years. I dare and double-dare you!

A woman social worker was being interviewed on television on her retirement after 26 years of service. She was asked to define her job. She said: Most people think of those who need help between Christmas and New Year's. Our job is to think of them between New Year's and Christmas.

(From UCS Bulletin, United Community Services of Greater London, June 1960)

"Johnny Was Sick This Morning"

by Jeannette Capell

The door was opened by a worn, frantic woman. Sure, her kids were out of school—she kept them home—they were sick—the teacher picked on them—other people's kids stayed out and nobody did anything about it—why pick on hers?

The feeling of frustration and persecution, so common in women who have perhaps married too young, have too many family problems and insufficient income, is one of the perpetual stumbling blocks to effective communication between the school and the home. To ease this tension and establish co-operation is the first aim of the competent attendance worker.

Compulsory school attendance in itself has little value unless the child is able, physically and intellectually, to profit from it. The school attendance officer therefore must be part of a team. She works closely with the school principal, the public health nurse, the social worker, the guidance clinic, the psychologist, service clubs and any other community aids that are available.

Bill, aged 15, was found in September sweeping the sidewalk in front of a shoe repair shop where he had just started work. A sister had just started high school, three children were in public school. The mother simply could not afford to keep two in high school so Bill, the oldest, was out.

A check with the guidance teacher

showed that Bill was in Grade 10 technical, near the top of the class and a very promising student. Contact was made with a service club and funds were forthcoming to make the boy a regular monthly allowance.

The biggest difficulty was the mother's insistence that they "couldn't accept charity". The attendance worker explained that this was an investment in one of our greatest assets, a Canadian citizen, and that Bill would be a better and happier man if he could fulfil his desire to become a draughtsman. Bill returned to school, graduated with honours, and is now a valued employee with a world-wide company.

Not all cases, of course, have such a happy ending, but no struggle is without some compensation.

Why stay away?

Non-attendance has many roots. Every excuse imaginable comes to the attendance officer, who must learn to interpret them in the light of the knowledge she can gather of the family and its environment.

"Johnny was sick this morning" may mean anything from the late, late movie to a family quarrel during the night.

"Judy was sick this morning" may mean homework not done or no clean dress to wear.

Mrs. Capell, an attendance officer with the Kingston Board of Education, tells from her experiences with parents the real reasons why school children do not attend classes. See also book review on page 288.

Children are kept home to run errands, mind younger children, have permanent waves, get their shoes mended, have their clothes washed and so on, ad infinitum. The attendance officer must be able to delve tactfully into the situation, using her legal authority only as a last resort. But use it she must at times when firm discipline is indicated.

Authority

Taking a case to court is only done when one fails to impress the parents or child, or both, with respect for and cooperation with laws which operate for the child's welfare.

The granting of employment certificates and home permits is the responsibility of the attendance officer,

and this occasions much investigating and soul-searching. What does the job have to offer the 15-year-old? What does the teenager have to offer the employer? What are the chances of apprenticeship? Will a pupil who is failing and frustrated in school be likely to grow up on the job?

In Ontario, attendance officers would like to see their official title, with its rather grim connotation, changed to "attendance counsellor", which they feel is more indicative of the work they are trying to do. I hope this sketchy article may help to show what that work consists of. Surely it is a great step forward from the days when the main object was to get the child to school in the body only.

Reflections after Ste. Adèle

by Eric I. Smit

Everyone talks about the family as the primary social unit which, as such, must be upheld and strengthened. But what is really happening? The Canadian Conference on Children held at Ste. Adèle, Quebec, early in October revealed a danger that we may be weakening, when we should be strengthening, the home in the discharge of its essential functions.

It was recognized at the meetings that the small family group, or "nuclear" family, faces problems and a situation very different from those that confronted the "extended" family, the larger kinship group, of former times. The isolated family group of immediate parents and their children is not able to protect and support its members as could the old-time family.

Large family groups absorbed many of the problems which under present circumstances are identified as social or community problems. They acted as powerful regulators of the behavior of the individual, surrounding him with a set of patterns to guide him at all ages and stages, and were able generally to enforce his compliance. The child grew up in this highly protected and regulated environment, drawing from it his moral, spiritual and physical sustenance.

While the transition to the "nuclear family" is a lengthy process, and even today not all families are completely in isolation, the general characteristic of family life is that of an independent social cell of father, mother and children, vulnerable to every mishap or

mistake. The parent now faces his task in a society that has grown more demanding and complex. Where once a child who could read, write and "figure" was considered "educated", now he must be prepared to take his place in a world which requires quite different standards of knowledge and of social and intellectual development.

In order to meet the new difficulties of family life, new methods had to be found, and there has arisen a bewildering number of organizations, services and specialists. The community through schools, hospitals, well-baby clinics, recreational programs, and so on ad infinitum, not only assists the family in its function of bringing up children, but of necessity takes over some of its traditional functions entirely.

Other services come into play when a need arises with which at one time a grandmother or other relative was usually available to help. Homemakers, visiting nurses, day care centres and even the ubiquitous baby sitter help out the parents: one thing our push-button homes cannot do is care for children, elderly persons or sick members of the household. Guidance, psychiatric, pediatric and rehabilitation clinics and counselling services—each comes to the rescue when unusual needs arise.

Confronted by this imposing battery of services and specialists and the uncoordinated advice they give, parents are less and less sure what their own role is; at times they may be frightened of their position, even frightened of their own children.

The various organizations which supplement and assist the family in

its task of preparing children for adulthood have competent personnel highly trained in their respective disciplines. While all appear to read the same basic texts about growth and development of children, and therefore have a great deal in common, it almost seemed at times at Ste. Adèle as though teachers, recreation leaders, and other professionals each felt it was his own discipline's responsibility to meet virtually all the needs of children, and some unconscious and unsought rivalries were evident. This is perhaps due to lack of effective communication, which such conferences as this will certainly help to correct.

The great danger now facing the family is that schools, recreational agencies and others—even hospitals—may in their enthusiasm remove from the home vital functions that it is still able to perform, thus leaving its influence on children unnecessarily attenuated and in a state of confusion. Outside services should supplement and complement, not supplant, the home. Family life will be seriously weakened if it is not permitted and helped to remain the central influence on the child.

The Canadian Conference on Children gave an opportunity for various interests to come out of a kind of isolation and, by talking together, dilute each other's preoccupations. It made it possible to move towards a better perspective on the functions of all who work with children, and should prove a good step towards better balanced and coordinated services in full partnership with parents, the irreplaceable element in the lives of children.

Eric Smit is executive secretary of the Family and Child Welfare Division, Canadian Welfare Council.

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The Citizen and the Offender

by Hugh J. Klare

In considering the correctional system for which the citizen pays taxes, there is, I think, one overall consideration which he would have to bear in mind: however good the system, by itself it can be no more than a minor factor in influencing the total volume of crime.

Though just this is often demanded of it, it is unrealistic to expect the correctional system to stem a sudden increase in anti-social behaviour. What it should do, and what the citizen and the taxpayer is entitled to expect it to do, is to cut down recidivism—the rate of relapse into crime.

Studying repeaters

To measure recidivism, adequate reconviction statistics are required, and in particular, comparative reconviction statistics. For it is not enough to know what the overall success and failure rate of, say, imprisonment, or probation, or fining, is. We also want to know whether a particular type of person will do better on probation or in an institution, and if so, in what type of institution.

In England, this kind of information is only gradually becoming available. The methods used to obtain it are prediction methods. We have, for example, at this moment a study going on into the comparative results of three different types of institutional treatment methods for young men of the same age-group, between 16 and

21. The three institutions are Detention Centres, Borstals, and prisons for young prisoners.

As you know, the essence of this method is that, so far as the offenders are concerned, like is compared as nearly as possible with like. From their records and case-histories, it is possible to group together similar types of offenders, on the basis of similarities in their background, case-histories, personality, scholastic and job performance, criminal record, and so forth. The effects of *different* treatment methods on the *same type* of offenders can then be examined.

This not only gives us a clearer idea of how efficient various treatment methods have been in the past in curbing the rate of relapse into crime, but can also become the foundation for choosing the treatment method most likely to be successful in the future for different types of offenders—in fact, the basis for prediction tables.

The citizen and open prisons

Such information alone, however, though it may help us to differentiate between existing treatment methods and choose the one most likely to succeed, does not assist in developing new methods which might do the job better still. Here we have to be prepared to experiment, and those who are in charge of the correctional system cannot experiment unless the citizen is prepared to cooperate.

Hugh Klare is secretary of the John Howard League for Penal Reform, London, England.

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Perhaps the following example will show the kind of thing I mean. We now have in England a considerable number of small open prisons—prisons without bars. Rather like the character in George Orwell's "Animal Farm" who declared that all animals are equal, but some are more equal than others, I would suggest, from what I have seen of other open institutions in a number of countries, that all open prisons are open but some are more open than others.

I would say that whatever the faults of the correctional system may be, open prisons really are open in England. By that I mean that they have neither a specially high complement of staff (so that prisoners are surrounded by people rather than walls) nor that they are in particularly remote places. The basis of the regime is trust, and it is easy to run away.

In case anyone should think that this is pampering the prisoners, perhaps I may tell you that most old lags much prefer the shelter of a maximum security prison to the demands of an open institution. In the maximum security prison, they do not have to accept responsibility, they have to face no choice, they need make no difficult decisions—instead, they are told when to get up and when to go to bed, what to do and what not to do. It is a discipline imposed entirely from outside—and by officials who personify the authority and the control against which they have always rebelled.

In an open prison, what is required is self-control, self-discipline, a sense of responsibility. Also, because the regime is less authoritarian, more democratic, more permissive, it is not so easy to cling to grievances, and it is more difficult to see members of the staff as enemies rather than friends.

At any rate, we have quite a few of these open prisons, and they give rather good results. But every time the Prison Commissioners want to establish a new one, there are protests from the inhabitants of the particular locality where it is to be sited. Everyone is quite sure that no child will be safe and that women will be murdered in their beds. Very often, the matter has to be decided by an impartial tribunal.

What a friendly attitude accomplishes

But what is interesting is that once the open prison is established, once the prisoners go out to work in the neighbourhood, once the staff have made contacts with the local people, there soon springs up interest and more; very quickly a local pride develops in "their" prison and "their" prisoners. Cricket and football matches are held, the local people come to see plays performed by prisoners, and perhaps have them to their houses for tea.

The prisoners may at first be surprised at this attitude but they are not slow to recognize and respond to the friendly relationship with the community. Indeed, I would say that this good and easy relationship with the surrounding community is one of the principal characteristics of the really open prison.

Citizens' rights and duties

One might say, then, that the citizen has a right to know that everything is being done to make the correctional system as effective as possible; but also that he has a responsibility for agreeing to, and sometimes even co-operating with, new treatment methods and an experimental approach.

That experimental approach is in future likely to be concerned with how to deepen existing treatment methods. Ultimately, the sort of questions that face us are these: How can the weak be taught to become stronger, the impulsive more controlled, the aggressive less hostile and the immature more adult?

There are tools at our disposal, such as group therapy or the establishment of therapeutic communities, which can help us to solve these questions and which deserve to be widely tried.

We are learning more about the impact of person upon person, and about such things as deliberate grouping, which may soon make the process of classification of convicted offenders into something new and dynamic.

We are learning about the value of small institutions, about how to ease the kind of strain that the staff members experience, and how to change and transform prisoner-staff relations.

We are, I believe, on the verge of a transformation in the correctional system, and the citizen has every right to expect those who administer the system to try new methods and to check and counter-check their efficiency.

An example from Britain

There are times when the citizen may even wish to bring pressure on the authorities to try new methods. The Howard League is a voluntary and non-political society of ordinary citizens who would like to see a better correctional system. But because modern correctional methods are highly professional, it has a professional Executive Committee, with representatives of academic criminology and of the social sciences, as well as men and women with practical

experience, such as magistrates and the General Secretary of the National Association of Probation Officers.

The Howard League does no casework; it does not deal with individual offenders. It is concerned with the correctional system as a whole, and its improvement. And it has a two-fold function.

One is to have consultations with, advise, and, if necessary, bring pressure to bear on the various Departments of the Home Office, which is responsible for the correctional system. The pressure, in case you are wondering, is brought to bear through Parliament, where M.P.'s are briefed and questions can be asked. Occasionally it may even be through direct contact with a Minister. And, there is, of course, the press, wireless, television, where issues can be raised and a point of view put forward.

That sort of pressure is very seldom necessary or used. I can only speak as I find, and I have always found our senior civil servants extremely open to ideas and suggestions: One good senior civil servant to whom you can talk on an informal and friendly basis is worth more than quite a lot of questions in Parliament or other means of airing a particular subject.

Another method of influencing policy is, of course, the giving of evidence to Departmental Committees and Royal Commissions. In the end, the weight of your evidence depends on the amount of knowledge you have, and here I must say that the Government gives representatives of the Howard League every facility to see institutions of every kind.

Moreover, because the League has consultative status with the United Nations and has various other international connections, we are given the opportunity to see other correctional

systems working in detail, and sometimes it is possible to import ideas in this way.

The other main function of the League is to keep the citizen—particularly those who are actually members of the League, but also a much wider public—informed about the latest developments in the field of corrections and the prevention of crime. We do this by organizing public lectures, meetings, conferences and summer schools which are addressed by experts; and by advising those who are concerned with the production of radio, TV or press features and comments. We also have an extensive Library for the use of the general public as well as our own members, and an enquiry service where queries are answered.

To recapitulate: The Howard League is a body of ordinary citizens but with a professional committee. It acts by suggesting new correctional policy to the Government, and by interpreting the existing system and possible changes to the public. It can only do this because the Government is prepared to give facilities to such a pressure group—even if the pressure becomes awkward at times. Whether some such body would be useful to you I have not the knowledge to say, but I thought perhaps you might like to hear how it works in England.

Prison visitors

There are quite a few other ways of bringing the citizen into contact with treatment of offenders. For example, we have voluntary prison visitors at all our prisons—again, ordinary people willing to give up an hour or two every week, in the evenings or on a Saturday afternoon, to visit prisoners in their cells and to form a link with ordinary life outside.

Just because they are not officials, and do not get paid for the time they give up, this human contact with the outside world is greatly appreciated.

Finally, there comes the day when the offender is released and must be reabsorbed into society if he is not to offend again. This is the point where the ordinary citizen comes in again. But it is also the point where the failure of treatment or after-care methods become obvious.

Jobs for ex-prisoners

I should like to put two suggestions to you, if I may. One is about jobs for ex-prisoners.

The system we have tried in England in a few of the larger firms (though I must emphasize that it is by no means universal) is this: management and labour got together and jointly decided that the firm in question would in future make it a practice to employ a number of ex-prisoners. A definite percentage of the total labour force was fixed.

It was also agreed that the personnel officer *only* would know which employee was an ex-prisoner and what his record was. For we have had cases where a dishonest employee, taking advantage of the fact that an ex-prisoner was known to be in his workshop or office, would steal something and throw suspicion on the ex-prisoner.

If a firm has a definite policy, properly argued out and accepted by what we in England would call the Joint Consultative Committee and the Works Council—anyway, by both management and labour—to employ a small percentage of ex-prisoners as a matter of course, (just as a small percentage of disabled might be employed as a matter of course), then the question of convicted men taking

jobs away from honest men is disposed of.

The second point is that it would be unrealistic to expect every discharged prisoner to go straight. Our own statistics show that 80 per cent of first offenders remain out of trouble, but of the remaining 20 per cent a fairly high proportion break the law several times. These are the people who are abnormally aggressive or inadequate and for whose sake correctional methods may have to be deepened.

Meanwhile, however, even though recidivists may constitute a greater

risk, they need a job and a chance to re-enter society just as much as first offenders. No man should be rejected merely because of his record. The chances are that one day he will go straight—in the end, nearly all recidivists do.

The action of the correctional system and the reaction of society are part and parcel of the same process. The citizen needs a good correctional system—and I believe he is going to get it. And all those who work in the correctional system need the help and understanding of the citizens—and I believe they are going to get that too.

GOOD JOB WELL DONE

The following is an editorial that appeared in The Financial Post on October 22, 1960.

Last February FP created much controversy in welfare circles by reporting that no charitable agency had come forward to accept the government's offer, then four months old, to waive immigration restrictions on sick or handicapped refugees if the agencies would "sponsor" them during World Refugee Year. So it's only fair that the extraordinary enthusiasm with which this offer has been taken up in the last few months should be duly noted here.

Handicapped refugees and their families from European camps are now flowing into Canada with private charities across the land committed to pay travelling and rehabilitation expenses, provide accommodation and maintenance and help with job-finding.

Roman Catholic church groups are bringing in about 100 families, Protestant denominations, 60 or more, and service clubs, another 50.

Including dependents, this means that five or six hundred people will begin a new life in Canada thanks to the charitable groups. This is in addition to the 652 (including 212 with tuberculosis) which the government itself is sponsoring.

By January, the great majority of the 20,000 stateless people who began World Refugee Year in squalid European camps will have been settled elsewhere. Canada's private charities deserve every commendation for the part they are playing in achieving this end.

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Services for the Unemployed

by Margaret T. Gourlay

We sometimes overlook the fact that there are many unemployed people who have no financial problems, though they may have other worries. The unemployed millionaire may seek a psychoanalyst's couch. Those of more modest means may appeal to the voluntary agencies for counselling and guidance, and appropriately pay what they can for such service. It is, I think, people who are destitute as well as unemployed, with whom we are most concerned.

There is a common misconception that everyone whose unemployment insurance benefits are terminated immediately qualifies for unemployment assistance. There was a great hue and cry in the Vancouver papers, as no doubt there was in other cities, when it was announced that seasonal benefits for 7,000 people would be discontinued on May 15, 1959. In the next four weeks, 926 unemployed people applied to the City of Vancouver Social Assistance Department for help.

At one time I thought there was considerable merit in the proposal that the National Employment Service, unemployment insurance, and unemployment assistance should all be under one administration, with applicants moving from one wicket to another as their circumstances indicated. Very neat and tidy, but out of

the experience of the past difficult years I am convinced that the public assistance program should be administered at the local level.

I believe firmly, too, that public assistance means money, and appropriate services, even while I am aware that there is a different school of thought, as set out in Alan Keith-Lucas' interesting book, *Decisions About People in Need*. Mr. Keith-Lucas supports the principle of self-determination to the point of suggesting that once financial eligibility is established and an allowance is in pay, people should be privileged to use only those additional services which they have specifically requested—in writing, as I recall.

Ideally—and here I am speaking of long-range goals—our programs should be better suited to meet broad needs. As with the Mikado, who said, "Let the punishment fit the crime", perhaps we should sing, "Let the resources fit the need".

In our public assistance programs, we arbitrarily refer to "the unemployed" as a homogeneous group, all stamped with a common label; and in our materialistic society, where work and money are the perishable values which spell success, the label "unemployed" carries a real stigma. Ironically, "unemployable" is a more

Miss Gourlay has been involved with various areas of social welfare since 1939, and is now welfare director with the Social Service Department for the City of Vancouver.

acceptable term, with its connotation of respectable illness, to which all human beings are subject, and which is comfortingly beyond our ability to control!

Degrees of unemployability

To be very practical, how do we distinguish between "unemployed" and "unemployable"? Two cases come to my mind.

Miss M, 25 years old, was subject to such severe seizures that an application for Disabled Person's Allowance was being prepared. As a result of surgery, she has improved to the point of taking a job as companion to a blind person, the seizures now being slight and controlled. As an aside, she recently commented to her caseworker, "I am glad I am working for a blind person. When people see me having an attack, it upsets them, and that upsets me!"

Although she is attempting work, she is for the moment still classified as unemployable, and the social worker will continue to give help and support until her earnings reach the point of making her ineligible; and then if help is still needed, a referral to a family agency might be possible.

Then there is Mr. W, aged 23, who has had a stormy and deprived history of broken home, multiple foster home placements, little education and no special skills. A mixed racial background further hampers his employment opportunities. His 19-year-old wife and small babies have known little security, for in his three years of marriage he has worked a total of seven months. There have been several separations during the short years of marriage. And yet, because he is classified as "unemployable", we cannot, under existing policy, offer case-

work help which this family so evidently needs.

Even the most superficial review of our present case load of "unemployed employables" makes it abundantly clear that, while in a few cases the need is temporary and financial only, in the vast majority of cases a great deal more than money is needed to restore people as quickly as possible to self-dependence.

Having in mind the ideal we are striving for, what is the present reality with regard to services for the unemployed? Here I am going to draw largely on the experience of one community, Vancouver, because I know it best. For a moment or two I want to look backward, and recall experiences which I am sure will sound quite familiar to you.

Following the war, with plenty of employment and a variety of D.V.A. benefits available, there were just occasional unemployment casualties, and voluntary agencies picked up the individuals and families who were not eligible for any public form of assistance.

Then for several successive winters the situation worsened. There was no assistance for the growing number of unemployed employables who had exhausted their own resources—and much acrimonious interchange among frustrated agency staffs. We set up a fine new Community Information and Referral Service, and unhappy unemployed persons sat in the office, while unavailing efforts were made to find some place to refer them.

In the public field, the directions were, "Don't give any assistance to the unemployed", but, sub-rosa, "Don't let anyone actually suffer".

We went through a harrowing period of trying to guess which situations could be considered acutely

distressful enough to warrant special consideration. I can still remember the loud hosannas of "Thank Heaven she's pregnant", where this normally happy circumstance became one sure measure of a family's being in dire need!

During these years, the public assistance agency was valiantly trying to develop a program of services for all clients—eternally plagued with shortage of staff, enormous case loads and recurring crises about the unemployed, as we tried to emphasize the goal of rehabilitation rather than a mechanical issuing of cheques.

With the advent of the Unemployment Assistance Act, and easing of residence requirements, there seemed to be the dawn of a new day. At least some money was available. But it was made very clear that the unemployed were still to be regarded as a separate group, for whom *only* the money was available. The job was one of establishing eligibility only, and a certain number of Clerks Grade III were added to the staff to take applications. A separate unit was set up to deal with single men. Single women (of whom there have been remarkably few) and families were screened in the main Intake and then absorbed in district case loads and often lost sight of.

In an attempt to help keep track of the increasing numbers of family unemployment cases, we later transferred one Clerk III to each of the Unit offices. It was quickly apparent that this was an impossible situation. In one instance an untrained, inexperienced clerk acquired a case load of over two hundred.

And although the delightful theory was that there were no needs other than financial, the reality was very different. I could cite dozens of cases. Perhaps one will suffice: the man who

applied for assistance, having exhausted his unemployment insurance benefits and savings, at a point when his wife had just been admitted to mental hospital and three of his seven small children had come down with scarlet fever.

The present situation is that clerks are dealing with single men, and the other unemployment cases have been absorbed in the Unit. But, at Intake, we still make the sharp distinction between unemployed and unemployable (the latter requiring some medical or social supporting evidence). Eligibility is determined according to destitution. Residence, I rejoice to say, is a minor issue. A happy development has been that unemployed, like the unemployables, are now eligible for medical coverage when they have been in receipt of assistance for a three-month period.

But even though for a variety of reasons we are not able to *provide* all the services needed, I trust that I have made clear my contention that it is not the cause of need, but the individual situation which should determine whether financial aid alone is sufficient, or whether other services—medical, housekeeping, counselling—should be made available, all designed to assist the client to make use of resources within himself, the agency and the community, to restore him to the highest degree of self-dependence.

There are administrative procedures which can minimize the effects of unemployment. In our culture, the fact of being unemployed, not by one's own choice, can be a shocking blow to self-esteem and self-confidence, particularly if the unemployment is prolonged. If the unemployment culminates in destitution, there is real anxiety and conflicting feelings about being in a dependent position.

And so the first administrative consideration, to begin the work of restoration, is provision of a climate of respect, acceptance, and helpfulness, from the moment the client hesitatingly walks in the door, throughout every moment of his contact with the agency. This atmosphere must be created at the top level of administration and permeate every aspect of the agency's operation. It must be rooted in a sincere conviction of the God-given dignity of every individual human being.

There must be sufficient staff to deal with applications promptly and efficiently. Staff members must be people of warmth and understanding, who can tolerate a good deal of pressure. They should be able, too, to assess individual situations and problems, in order to provide the kind of help that is needed, and to know when a request for help is implied, even though the client may not be able to state it.

It is old stuff to talk about the importance of staff. We know that agencies exist only to give service to people, but sometimes we neglect that other aspect of public welfare—the importance of good staff to ensure the wisest possible use of the taxpayers' money. This is particularly true in our shortsighted planning for the unemployed. When staff needs are acute, and when we only establish eligibility, grant an allowance and then lose sight of a case, it is inevitable that some people will drift along on a minimum assistance level, who could, with encouragement and individual attention, be back in the labour market.

In order that staff may work in an atmosphere which will convey to the unemployed applicant for assistance that he is respected and worthy of help, there must be adequate office quarters, where interviews can take place in reasonable privacy. Because we still tend to regard the problem of assisting the unemployed as a temporary crisis that will evaporate with the spring weather, we are often ill-prepared to accommodate large numbers, even physically.

In summary

Unemployment itself can mean, for some people, other problems besides finding a job.

Insurance is the first bulwark, as regards income maintenance.

The unemployed, like any other citizens, should have access to all welfare services provided by community agencies.

When a person is in financial need for any reason, including inability to find work, and if he has no other resource, assistance should be available through the appropriate local agency.

Assistance should include adequate financial aid; medical care, ancillary services, such as homemakers; case work.

By means of an agency environment which is favourable, manned by competent staff, all clients should be given individualized help, and enabled to establish their eligibility for a cash allowance and such other services as they need, and want.

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Helping the Child

Who is a Victim of Sex Offences

by R. B. Splane

It has long been realized that the child who is the victim of a sex offence may be exposed to added emotional damage when he is involved in the measures taken to apprehend, convict and punish the offender. In 1955 the Israeli Parliament adopted a measure which appears to have been the first attempt by a state to meet this problem through bringing professional help to the protection of the child.

The Act provides for the appointment of youth examiners who undertake certain functions normally performed by the police, together with additional functions and responsibilities not hitherto assumed by any official. A child under fourteen years of age who has been involved in a sex offence can only be investigated, examined or heard as a witness with the permission of a youth examiner; and only with a youth examiner's permission can a statement by a child as to an offence against morality committed upon his person, or in his presence, be admitted as evidence in a court of law.

When a report is made on a sexual offence in which a child has been the victim, or a witness, it is the responsibility of the youth examiner to investigate and decide upon the steps to be

taken in the light of the effect they are likely to have on the child.

Privacy

The youth examiner normally sees the child in his own home or in the youth examiner's office. This is in contrast to the previous practice of having him brought to a police station for the taking of a statement; for the child this may be a more traumatic experience than the offence itself.

It is the aim of the youth examiner in the initial contact with the child to create a reassuring atmosphere, to establish a helpful relationship, and, on this basis, to ascertain the facts of the offence committed and the extent to which the child has been affected. He is then able to decide whether the child can safely be exposed to the normal processes of law involved in securing a conviction against the offender.

It is reported that during the first two years following the passage of the Act only ten per cent of the children under ten years of age and thirty-five per cent of those between ten and fourteen years were allowed to give evidence in court. In all such cases the youth examiner is present to reassure and give moral support to the child.

Mr. Splane is Director, Unemployment Assistance, of the Department of National Health and Welfare. His article about the youth examiner in Israel first appeared in the November 1959 issue of *Canada's Health and Welfare*, and is reprinted by permission.

In the majority of cases involving court hearings, the second major role of the youth examiner comes into play, his presentation of evidence in place of the child. This practice is made possible by a provision of the law which admits, as valid evidence in court, information taken and recorded by a youth examiner, including any minutes or report of an examination he has prepared.

Where this kind of evidence has been submitted, the court may request that the youth examiner re-examine the child to obtain further information or to clarify a particular point, but the examiner "may refuse to do so if he is of the opinion that further questioning is likely to cause psychic harm to the child".

Because the giving of indirect evidence violates the usual legal practice of allowing only direct testimony which admits of cross-examination, a further clause of the Act provides that no person shall be convicted on the evidence of a youth examiner unless it is supported by some other evidence.

In putting this legislation into effect, the Israeli authorities gave close attention to the selection, qualifications and working relationships of the youth examiners. The law provides that a

youth examiner be appointed by a committee consisting of a judge of a juvenile court as chairman, an expert in mental hygiene, an educator and an expert in child care. Selections are made from social workers or others with professional qualifications in the social sciences. The youth examiner must become familiar with legal procedures, particularly those respecting offences against morality. He has, as well, to learn how to prepare and present evidence and to work co-operatively with the police.

Finding offenders

While the major aim of the program is to protect the child who has been the victim of a sex offence, it is hoped that it will assist in reducing such offences through improving the means of detecting them and having offenders brought within a corrective or treatment process. To the extent that the program encourages more people to report sex offences instead of concealing them, the program should be of benefit to society, the child and the offender. Many countries seeking to improve their procedures for the protection of children from sex offenders will watch the Israeli experiment with interest.

BETTER A LIGHT FOOT THAN A HEAVY HEART

Make the most of Safe Driving Week, December 1 to 7, to teach your own good driving habits to the younger drivers in your family well before the Christmas and New Year's parties.

**TRAINED
SOCIAL WORKERS
WANTED**

**One Executive Director
One Social Worker**

Salary in accordance with qualifications and experience.

Positions available January 1, 1961.

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Colchester County Children's
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**Immediate Opening for
PROFESSIONALLY
TRAINED CASEWORKER**

M.S.W. preferred, but B.S.W. acceptable. Good supervision, psychiatric consultation and liberal personnel practices. Salary from \$4380 to \$5520, depending on qualifications.

Apply to:

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413 Confederation Building
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CORNWALL, ONTARIO**

requires

A CASEWORK SUPERVISOR

Qualifications:

M.S.W. essential, and a minimum of 3 years experience in social work.

Salary range begins at \$5,700. Annual increments \$300.

Copy of personnel practices will be supplied upon application.

Apply to:

M. T. O'BRIEN, *Executive Director*
Box 994
CORNWALL, Ontario

WHAT THE COUNCIL IS DOING . . .

Board of Governors

At the September 30 meeting of the Board the key item on the agenda was a discussion of new projects for the Council. The process by which new activities are undertaken is for these projects, proposed by the divisions and the standing committees, to be presented to the Council's Executive Committee which acts as a program committee for this purpose. Each project is discussed on its own merits and in relation to the others, and agreement is reached as to what should be included in the work schedule for the coming year. On the basis of the Executive Committee's recommendations, new projects for this year received Board approval.

The Board also appointed the members at large to the Executive Committee for the current year as follows:

J. A. Brockie, Manager, Public Relations, Eaton's of Canada, Limited, Toronto; G. G. Cushing, Assistant Deputy Minister, Department of Labour, Ottawa; Mrs. Andrew Fleming, Montreal; Brigadier G. Gauvreau, Dow Brewery Limited, Montreal; M. Wallace McCutcheon, Argus Corporation Ltd., Toronto; Mrs. D. Meltzer, Toronto; Elroy Robson, National Vice-President, Canadian Brotherhood of Railway Transport and General Workers, Ottawa; Charles H. Young, Executive Director, Welfare Federation of Montreal, Montreal.

Special Senate Committee on Manpower and Employment

As agreed at the first meeting of the steering committee working on the Council's brief to the Special Senate Committee on Manpower and Employment, certain members of the

Council such as local welfare councils, public departments, and private agencies working with families have been asked to provide data particularly related to the human costs of unemployment to individuals and families. The Board of Governors will have a preliminary discussion of draft material at its December meeting.

Recreation Workshop

The assessment of the Recreation Division, done by Mrs. Florence Moore (then Mrs. Zimmerman) at the request of the Board, had recommended dissolution of this division. However, the report suggested that before the Council withdrew entirely from this field it should call together representatives of recreation and leisure-time agencies (including government departments) to see if they wanted to hold a national meeting to consider problems common to the recreation field. Acting on this recommendation the Board suspended the Division and set up a committee under the chairmanship of Mr. James Cowan to test out the proposal to hold a national workshop on recreation.

The committee reported that there was considerable interest in the proposal and the Board requested the Council President to invite interested organizations to send representatives to a meeting to discuss it further. The Board decided that while the Council would participate and cooperate, it would not assume responsibility for the workshop but only take the initiative to convene the group which would then carry on its own responsibility.

Representatives of eighteen organizations, mainly national ones, met in

Ottawa on October 3 with Lucien Massé, past president of CWC, in the chair. The delegates decided a workshop would be useful and should tentatively aim at a discussion of purposes and goals of the recreation and leisure-time field. The meeting set up a steering committee to:

1. recommend to the whole group the names of people to be invited to constitute the permanent workshop committee;
2. recommend the structure which would best achieve the desired result;
3. recommend names of additional groups who should be represented at the next meeting of the full group;
4. recommend the date of the next meeting of the whole group to be held not later than February 28, 1961.

The steering committee, which held its first meeting in Ottawa October 24 included: Chairman, Rev. André Renaud, O.M.I., Canadian Association of Adult Education; G. A. Wright, President, Canadian Association of Health, Physical Education and Recreation; Mrs. Ryrie Smith, President, Young Women's Christian Association of Canada; K. L. Young, Director, Community Programs Branch, Ontario Department of Education; Neil Morrison, Director of Audience Research, Canadian Broadcasting Corporation; J. A. Cowan, President, Canadian Film Institute.

During this exploratory phase, William A. Dyson of the Council is providing staff service to the Committee.

Public Welfare Division

Staffing Public Welfare Services

The first phase of the project on

staffing of the public welfare services has commenced with the appointment of a committee to prepare a specific proposal for carrying out the study. The project is intended to define the levels of skill, training and experience required for various kinds of welfare staff in order to develop more precise, uniform and effective methods of recruitment, training and deployment of people for adequate manning of public welfare services.

The committee will take into account such factors as other available studies and literature on the subject, when and where to initiate the projects, the methods to be used, the respective roles of federal, provincial and municipal departments and the Public Welfare Division, methods of financing, and the organizational structure required to undertake and complete the project.

The committee is chaired by Professor John S. Morgan of the Toronto School of Social Work, a vice-chairman of the Public Welfare Division. The study will be the major project of the Division for the coming year.

Committee on Desertions

The committee on Desertions chaired by Senator David S. Croll, Q.C., has completed its study, which extended over the past two years, and is about to circulate its report in draft to selected public welfare departments, welfare councils and private agencies to get their opinions about the validity of the report.

Homeless Transients

A committee has been established under the chairmanship of Dr. John C. Spencer of the Toronto School of Social Work to prepare a report and recommendations for dealing with the problem of homeless transients in Canada. The committee has available

to it the results of detailed studies carried out by the Department of Social Welfare in British Columbia, the Department of Public Welfare of the City of Winnipeg, the Social Planning Council of Metropolitan Toronto, and the Toronto School of Social Work.

Corrections Division

International Conference

One of the highlights of the International Criminological Congress held in September at The Hague was the acceptance of the Council's invitation to hold the 1965 International Congress in Montreal.

1961 Canadian Congress

Convocation Hall at the University of Toronto will be at the scene of the 1961 Canadian Congress of Corrections to be held May 14 to 19. Prominent experts from Canada, the United States and Europe will attend.

Community Funds and Councils

Training Institute

As announced in the July issue, the plans for a six-day training institute for personnel in community funds and welfare councils are moving ahead quickly. The institute is designed primarily for people with up to two or three years experience, and will concentrate mainly on discussions of practical matters which occur in the everyday work of funds and councils.

The training institute, in a university setting on an Ontario campus, will take place about the middle of April 1961.

The committee set up to plan the training institute is composed of: C. H. Young, chairman, Dr. John J. O. Moore, Mlle. Françoise Marchand all of Montreal; Dr. J. E. Laycock and Henry Stubbins of Ottawa; Miss Bessie Touzel, John Gandy, Ben

Lappin and Charles Bird, of Toronto and J. M. Anguish of London.

Financing Welfare Councils

The special committee of western councils (of which Anne DuMoulin of Winnipeg is chairman) studying the financing of local welfare councils, has completed a survey of present financial practices. A policy statement and guides on financing will be developed.

Midwinter Conference

Plans are nearly complete for the Midwinter Conference of the CFC Division to be held February 8 to 11 at the Royal York Hotel, Toronto. Among the important topics on the agenda are: urgent problems of youth and public relations for funds, councils and agencies.

International Social Service

The International Social Service Committee has been formally set up as a standing committee of the Board, separate from the Family and Child Welfare Division under whose auspices it has functioned up to the present. Mrs. J. M. Rudel of Montreal, who has been chairman since the committee was formed, has agreed to continue as chairman at the request of the Board.

Rome Conference

The Council will be well represented at the International Conference on Social Work to be held in Rome, Italy, in January. Mrs. D. L. Ross, chairman of the National Committee of the Family and Child Welfare Division, and Miss Kathleen C. Morrissy, Atlantic Region representative from the Family and Child Welfare Division to the Board of Governors will be present, as well as R. E. G. Davis, the executive director

of the Council and Phyllis Burns, director of welfare services. Mr. Davis is assistant treasurer general of the Conference and a member of its executive committee. Miss Burns has been invited to conduct a pre-conference tour of Yugoslavia, Turkey and the Middle East.

Public Relations

An important step has been taken to improve the public relations and information activities of the Council. After extensive study, a National Public Relations Committee has been established as a standing committee of the Board of Governors to combine the former functions of the Council's Public Information Committee and the National Public Relations Committee of the Community Funds and Councils Division.

The purpose of this amalgamation of committees is to co-ordinate the public relations programs and services, often found to be parallel or overlapping, that were being provided by the two separate committees, and to strengthen and broaden the total scope of PR activities within the Council. Jack Brockie, Manager of Public Relations for Eaton's of Canada, Limited, and chairman of the CFC Division's PR committee, has been appointed chairman of the reorganized PR committee for the Council.

The new committee will of course have special responsibilities toward the CFC Division to which 50 per cent of a PR staff member's time is allocated. The Division's National Executive

Committee has expressed its confidence in Mr. Brockie and his committee and its thanks for the significant PR advances made on behalf of the CFC Division over the past 18 months.

The Council's Information Branch will be known in future as the Public Relations Branch, and its chief executive (Patricia Godfrey) as the Director of Public Relations.

Staff Doings

Eric Smit, Executive Secretary of the Family and Child Welfare Division, back from the Canadian Conference on Children, is off on a field trip to Manitoba and Saskatchewan. Before leaving he took part in the Community Planning Association Conference in Hamilton, October 23 to 26, where he was a member of a panel, chaired by Mrs. J. R. Hoag of Regina, to discuss the needs of children in community planning.

Réal Rouleau also of the Family and Child Welfare Division was among the 35 Canadian delegates to the International Conference on the Family at Columbia University in New York city in August. He conducted a discussion of "Personal Maturity and Family Security".

Dr. Hougham, research director, spoke to the Welfare Officers' Section of the Ontario Municipal Association Convention August 30 on "What We Can Learn About Welfare Problems Through Research and Statistics".

P.F.

NEW STAFF MEMBER



Edwin F. Watson, for the last four years Secretary, Family and Child Welfare Division of the Community Chest and Councils of Greater Vancouver, has joined the Council staff to undertake special projects. He is a graduate of the University of British Columbia where he received his Master of Social Work degree, and comes to the Council with an impressive background of experience, including casework with the City Social Service Department in Vancouver and four years in the B.C. Social Welfare Branch in Alberni and Nanaimo, latterly as District Supervisor in Nanaimo.

As his first assignment he will be undertaking the duties of Secretary of the Commission on Education and Personnel for the Social Services; and he will take on other special projects as they arise.



1961 MIDWINTER CONFERENCE

COMMUNITY FUNDS AND COUNCILS OF CANADA

 **ROYAL YORK HOTEL, TORONTO!!!**



FEB. 8th to 11th

 **VOLUNTARY** ★ **GOVERNMENT**  **RELATIONSHIPS**

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1. SUPERVISOR, to assume responsibility for the development of the casework program, and supervision of caseworkers. Require M.S.W. degree and supervisory experience. Beginning salary range from \$6500 to \$7500.
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126 Emerald Street South
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COMING EVENTS OF INTEREST TO COUNCIL MEMBERS

1961

January 8 to 14. Tenth International Conference of Social Work. Rome. Theme: Social Work in a Changing World—Its Function and Responsibilities. Information from the Canadian Committee, 1436 Bathurst Street, Toronto.

January 9 to 13. White House Conference on Aging. Washington, D.C.

February 8 to 11. Community Funds and Councils of Canada (a division of the Canadian Welfare Council). Midwinter Conference. Royal York Hotel, Toronto. (See ad page 279).

May 14 to 19. National Conference on Social Welfare. Minneapolis-St. Paul.

May 29-31. Canadian Welfare Council. Annual Meeting and Conference. Chateau Laurier, Ottawa.

June 4 to 10. Third World Congress of Psychiatry. Montreal.

August 30 to September 6. Sixth International Congress on Mental Health. The Sorbonne, Paris, France. Main themes of the Congress will be those of World Mental Health Year.

ABOUT



PEOPLE

Edgar Guay was recently appointed assistant deputy minister in the Quebec Department of Social Welfare. He will act as consultant in the development of social legislation, will be responsible for working out a social code for families and children, will conduct social research, and will act as liaison between the Department and other social agencies.

In May 1961 **Arthur Pigott** will become executive director of the Canadian Association for Adult Education. He has already left his position as vice-president and director of community relations for the Social Planning Council of Metropolitan Toronto to join the CAAE staff. He will succeed **Dr. J. R. Kidd**, who will leave the directorship of the CAAE in May to replace **Dr. John E. Robbins** as secretary-treasurer of the Social Science Research Council and the Humanities Research Council with headquarters in Ottawa. Dr. Kidd is at present engaged in a study of adult education in Metropolitan Toronto, which will be completed by the end of this year.

T. Boyd Haskell, Manager of Simpson-Sears Limited, Burnaby, is now president of the Community Chest and Councils of the Greater Vancouver Area. Formerly first vice-president, Mr. Haskell succeeds **Dr. Lawrence E. Ranta** who has had to resign from the presidency because of ill health.

H. H. Popham, an Ottawa businessman and a leader in programs for the physically handicapped, was named president of the International Society for the Welfare of Cripples in September, succeeding Sir Kenneth Coles of Sydney, Australia. He will serve for a three-year term ending when the ninth world congress of the ISWC takes place in Copenhagen in 1963.

The Most Rev. Francis A. Marrocco, Auxiliary Bishop of Toronto, has been appointed executive director of the Council of Catholic Charities of Toronto. Bishop Marrocco has had extensive experience in services for immigrants, cooperative housing, youth services, and the Catholic Social Life Conference.

Bernard Brouillet has been appointed chairman of the new permanent public relations committee, *Fédération des oeuvres de charité canadiennes-françaises*, Montreal. Mr. Brouillet is PR executive of Imperial Oil Limited (Quebec); was president of The Canadian Red Cross Society, Montreal section, from 1957 to 1960; and for ten years has been a member of the *Fédération's* publicity committee.

Dr. Milton A. Maxwell, previously professor of sociology at Washington State University, has become director of programming for the Alcoholism Research Foundation of Alberta. He established a sociology course in alcoholism in the State university, played

an active part in establishing a state alcoholism program for the State of Washington, and has published articles and monographs on the subject.

W. M. Kellerman, formerly of the Catholic Children's Aid Society, Vancouver, is now associate director of the Catholic Family Services of Metropolitan Toronto.

Edith Ferguson, who recently resigned her post as executive director of the Community Welfare Council of Windsor, has joined the staff of the Social Planning Council of Metropolitan Toronto in the Area Councils Division.

Roland Richer has succeeded **Albert Doyon**, now retired, as director of the *Fédération des oeuvres de charité canadiennes-françaises* in Montreal; he was previously assistant executive director and campaign director. **Léon-G. Cantin** will succeed Mr. Richer as campaign director on December 1, leaving Quebec City where he has been executive secretary of the *Fédération des oeuvres de Québec*.

Morris A. Stein became executive director of Edmonton Jewish Community Services at the beginning of September.

Daniel H. Young has left Regina, where he was assistant commissioner for the Saskatchewan Division of the Red Cross Society, to become executive secretary of the Hamilton Big Brothers Association. He was previously with the Winnipeg Juvenile and Family Court and two training schools for boys.

A. J. MacLeod is now federal Commissioner of Penitentiaries, succeeding **Major-General R. B. Gibson**, who has been appointed special adviser on correctional matters to the Min-

ister of Justice. **J. R. Stone** is now senior Deputy Commissioner.

Mary Louise Lynch, a lawyer from Saint John, N.B., took over her duties as the fifth member of the federal Parole Board at the beginning of October.

Dr. Morgan Martin began work on September 30 as new chief of the Mental Health Division in the Department of National Health and Welfare. He has spent the past year studying community psychiatry at Columbia University. Before that, he had held a variety of appointments in Saskatchewan mental hospitals. In 1951 he became director of a mental health clinic in Regina, and later director of the Regina General Hospital's psychiatric ward. He was the first president of the Psychiatric Association of Saskatchewan.

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required

To co-ordinate a challenging new program of youth counselling and supervision of a residence plan for 12 to 15 girls in the 15-18 age group.

Qualifications: M.S.W. with at least two years' experience, or B.S.W. may be considered depending on experience.

Salary: \$4500-\$6000, commensurate with qualifications and experience.

Big Sister Association
56 Charlton Avenue West
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A C R O S S C A N A D A



Stimulation to Housing The Minister of Public Works, responsible for the operations of Central Mortgage and Housing Corporation, announced on October 11 a four-point program designed to assist low-income families seeking rental housing, prospective home owners, merchant builders, and owners of rental properties. National Housing Act assistance has been extended to residential improvement and repair work on apartments and other rental properties, in addition to individual dwellings; this includes structural alterations, interior and exterior decorating, plumbing, heating and electrical work. The terms governing construction of low-rental housing have been eased. All income ceilings on CMHC direct loans for home owner housing have been eliminated. And provision has been made for direct loans to assist builders in pre-selling government-financed houses by enabling them to build "display-homes". All these measures are expected to increase employment in the building trades in the winter months.

Municipalities and non-profit organizations were urged by the Minister to take advantage of the more attractive terms for financing low-rental accommodation. The interest rate charged on limited-dividend loans made under Section 16 of the National Housing Act is reduced to $5\frac{1}{2}$ from $5\frac{1}{2}$ per cent.

These loans are made direct by CMHC for low-rental projects intended for families of low income or for elderly persons. Full information on the new plan is available from the nearest office of Central Mortgage and Housing Corporation.

World Refugee Year The Canadian Committee for WRY, which will remain in existence until the end of November, announced on September 30 that total Canadian contributions had gone beyond \$6,000,000.

Governments had contributed \$3,890,000 as follows: fund of the High Commissioner for Refugees, \$290,000; United Nations Relief and Works Agency, \$3,000,000; TB Refugee Settlement Scheme, \$600,000. This does not include the provincial costs of treatment for sufferers from tuberculosis.

The voluntary contributions amounted to \$2,179,621, as follows: national sponsoring organizations for their own refugee assistance projects (in addition to their normal budgets), \$1,000,000; national organizations for UNHCR and UNRWA, \$158,754; local committees for U.N. refugee programs, \$994,435; and general voluntary contributions to CCWRY, \$26,432.

More funds were expected from collections at 90 Canada-U.S. border crossing points and from local WRY

committees continuing efforts to reach their objectives.

The costs of administration for the national movement stood at approximately 2½ per cent, and were expected to be less when all contributions were totalled. WRY contributions will be received as long as WRY activity continues, and should be sent to CCWRY, 329 Bloor Street West, Toronto 5.

Conferences Recently Held The first Canadian Conference on Children was held at Ste. Adèle, Quebec, from October 2 to 6, with 400 delegates present. It was the culmination of three years of preparation and study by top personnel in children's health, education and care in the ten provinces. Sir Geoffrey Vickers, V.C., a member of the Medical Research Council and chairman of the Mental Health Research Fund in Great Britain, delivered the opening address and summed up at the end of the Conference.

A two-day regional Social Life Conference for the provinces of British Columbia and Alberta was held at Banff late in September. It was attended by 500 Catholics, most of them husbands and wives. The general theme was the Christian Family Apostolate, and some of the subjects were "how to make the most of the day-to-day love of husband and wife, of children and Christian family ties; how to meet the plaguing demands of money-stretching, labour and business; how to cope with polite society, legal and political pressures".

Canada was well represented at two recent international congresses on corrections. There were nearly thirty of them at each, the United Nations Congress on the Prevention of Crime

and Treatment of Offenders in London and the International Criminological Congress at The Hague. Many Canadians took advantage of opportunities to visit services and institutions in several European countries.

The International Conference on the Family, held at Teachers' College, Columbia University, August 23 to 26, was the combined annual meeting of the National Council of Family Relations (U.S.) and the International Union of Family Organizations, whose headquarters are in Paris, France. Canada had 35 representatives, from parent-teacher groups, other associations with an aim of improving family life, persons engaged in marital counselling (priests, ministers and social workers), and social workers. According to a Canadian observer, the most frequently mentioned problems were too-early marriages, child-rearing dilemmas (how much freedom, and how much responsibility for self-control?), and confusion about values in family life. The main stress was on the social and economic aspects of family security.

Scholarships for Indians Scholarships ranging from \$250 to \$1,400 have been awarded to 18 Indian students of outstanding ability to enable them to continue their education at nursing and vocational schools, universities and teacher training colleges across Canada.

The awards, from the Indian Affairs Branch, are made on the basis of academic ability, leadership qualities and character. They are intended to help the students in paying their tuition fees and in meeting their personal expenses.

This is the fourth year Indian scholarships have been awarded by

Canadian Welfare

the government. Among this year's winners are two from the Maritimes, four from Quebec, two from southern Ontario, one from Northern Ontario, one from Manitoba, four from Saskatchewan, one from Alberta, one from British Columbia and two from the Yukon.

Toronto Home Care The Toronto Pilot Home Care Program, in its second annual report, dated April 1, 1959, to March 31, 1960, contains a discussion of the ideas of hospital-based and community-based programs for the care of the sick, and a statement of the objectives of the Toronto project: "Being a research project which offers a range of medical care services including those usually obtainable only in hospitals to persons ill in their homes, a basic objective of our Pilot Home Care Program is to determine methods and cost of furnishing services which will bring to selected patients continuous care and maximum rehabilitation in a home setting".

The report concludes with some general observations about the part physicians play in such a program, financing from the families' and hospitals' points of view, home care as a possible service for all sections of the population (not merely the "medically indigent"), and estimates of savings in "hospital days".

The Advisory Committee is chaired by Miss Gladys Sharpe, nursing consultant, Hospital Services Commission, and includes officials of the Toronto Department of Public Health, the Social Planning Council, the Toronto General Hospital, the Academy of Medicine, Victorian Order of Nurses,

Visiting Homemakers' Association, Canadian Arthritis and Rheumatism Society, the Toronto Rehabilitation Centre and Toronto Hospital Council—which illustrates the range of services and professions involved in a home care program.

The Project has a medical administrator, Dr. A. L. Pequegnat, and an administrative assistant. The address is Pilot Home Care Program, 390 Christie Street, Toronto 4.

Alberta Homes for Aged Fifteen of the fifty homes for the aged planned for Alberta (see article in January 15, 1960, issue) are completed and 16 more are expected to be in operation shortly. The buildings are U-shaped, the base of the U being kitchen, dining-room and sitting-room. Each arm of the U contains single and double bedrooms and additional small sitting-rooms. Each bedroom is equipped with toilet and wash basin and each wing has a bath. A patio and lawn occupy the hollow part of the U. The cost to each resident is \$65 a month if he occupies a single room, and \$60 if he shares a room.

New Sociology Journal A new review, entitled *Recherches Sociographiques*, is being published under the direction of Jean-C. Falardeau and Fernand Dumont, by Les Presses Universitaires, Laval. It will be devoted to the study of our society and, for comparative purposes, of other societies which may be considered parallel to it. The collaboration of geographers, linguists and psychologists, as well as sociologists, is being enlisted.

Alcoholism Study

The new Co-operative Commission on the Study of Alcoholism will begin its five-year study of alcoholism in the United States and Canada in July 1961. It has been announced by David Archibald, executive director of the Alcoholism Research Foundation of Ontario, who is president of the North American Association of Alcoholism Programs, that Dr. Nevitt Sanford, professor of psychology at the University of California, has been named general and scientific director

of the project. In the next six months a university headquarters will be located and staff members recruited.

International Conference of Social Work

Between 1700 and 2000 persons from 45 countries, including a large group of Canadians, are expected to attend the 10th International Conference of Social Work in Rome, January 14 to 18, 1961, (see "What the Council is Doing").



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BOOK



REVIEWS

Cities in the Motor Age, by Wilfred Owen. New York: The Viking Press (Toronto: Macmillan Company of Canada Ltd.), 1959. 176 pp. Illustrated. Price \$4.50.

Most of us regard the automobile as the greatest convenience of modern time, but how can we be "motorized" without bankrupting our cities, strangling our economy in traffic congestion, poisoning the air, and creating blight in both our suburbs and our downtown areas?

At last there is a delightfully readable book that can help the civic leader analyze this problem and find guide-lines for action. *Cities in the Motor Age* is written by a distinguished transportation specialist who is also one of America's most effective speakers and writers on urban development.

Mr. Owen presents the findings of one of the most remarkable and fruitful conferences that has ever taken place to consider urban growth and planning. Under the sponsorship of the Connecticut General Life Insurance Company, more than fifty business, government and professional leaders, including a number of city and regional planners, gathered in Hartford, Connecticut, to consider how to "increase the efficiency and livability of our cities through the national highway program".

To those who planned and attended this conference, it became evident that what we do to solve transportation problems is related intimately with almost every other aspect of urban life—industry, health, education, rec-

reation, housing and, of course, municipal finance and the forms and functions of local government. In the program of the Hartford Conference, therefore, it was the City as a whole that was opened up for examination; and when the city's problems had been examined, the conferees found themselves striving not only for the definition and support of a national highway program but for "A Total Strategy for Urban Areas" and for the shaping of the "tools" to carry out such a strategy.

Much emphasis was placed upon the resistance to change which was evident in the great urban areas: "Metropolitan communities, though faced by the most urgent need for intergovernmental cooperation, resist coming together to see where their common interests lie. They would rather succumb individually to the disorganization around them than survive and prosper collectively."

In trying to take advantage of the automobile, we have—as families and as businesses—moved our people and our enterprises out of the congested cities, with the result that we have not only left behind a decaying civic heart but have removed much of the tax support of the central city.

Furthermore—again through the mobility of the auto—we have created in the suburban areas a new blight, new forms of economic waste and new problems of municipal finance resulting from the scattered, unplanned development of land.

It was the conclusion of the leaders at Hartford that neither the down-

town obsolescence nor the blight and waste of the suburbs could be allowed to progress further without consequences which would be disastrous to the American economy and to American standing in the modern world.

New legislation, new methods of borrowing and taxation, new shapes and uses for both cities and the means of transport must be devised. But, according to the Hartford findings, all these efforts will be fruitless without master planning for the metropolitan area as well as appropriate forms of metropolitan government; not planning divorced from political decision-making, but planning closely integrated with political leadership and supported by vigorous and knowledgeable citizen committees.

"The awakening" of governments and citizens to these needs will, according to *Cities in the Motor Age*, "touch off the biggest program of investment in the nation's history. For it will then be obvious that the road program is not too big, but only that slum clearance, renewal, housing, education, recreation and community facilities of all kinds have lagged too far behind."

ERIC BEECROFT

*Director of Planning and
Development*

*Canadian Federation of Mayors
and Municipalities*

Helping the Troubled School Child:

Selected Readings in School Social Work, edited by Grace Lee. New York: National Association of Social Workers, 1959. 447 pp. Price \$5.00.

The purpose of this book, as expressed in the foreword, is threefold. The first, to collect under one cover, articles, discussions and papers on school social work, and to make them easily available for future reference, is admirably accomplished. Here is a

wide presentation of aims, hopes and methods, presented in most cases in unusually readable style.

The second purpose, aimed at school administrators, is, for Canada, a bit optimistic. One hopes it will be fulfilled but, except for large centres, school social work is definitely the step-child of educational authorities.

Finally, the editor hopes to point out the areas where more material is needed. This can only be fulfilled as more workers have opportunity to delve into new fields and time to write up their experiences. Time to write—that will-o'-the-wisp to most practising social workers!

The articles range from "Philosophy of School Social Work" by Ruth E. Smalley through descriptions of the work and its development. There is an excellent one by Clara B. Bryant on the "Evolution and Broadening Concepts of Attendance Service".

Practical examples are given of the child's social and emotional problems and the case worker's methods of working with the schools, the parents and the child. Many hard-pressed workers will read with envy of the apparently limitless time allowed some of the contributors to work with each case, an ideal far from realization in Canada yet.

By its very nature, a compilation, this book is repetitive, and some selections verbose with the verbosity of a devotee of a cult. Very few people will read it all, but very many should read much of it. It is recommended reading for school trustees and administrators and all who should know the aims and efforts which school social workers direct toward the troubled child.

JEANNETTE CAPELL

*Board of Education
Kingston*

Canadian Welfare

Predicting Delinquency and Crime, by Sheldon and Eleanor Glueck. Harvard University Press, Cambridge, Mass., 1959. 283 pp. Price \$8.50.

Three cheers—and a tiger! After reading *Predicting Delinquency and Crime*, one has the feeling that correctional thought and practice has turned a corner, and is now on the road to practical, sensible, scientific handling of its tasks.

This book is a fitting climax, but not, we may be sure, an end, to the monumental contribution of the Gluecks. It provides a description and evaluation of practical tools to aid court and correctional personnel, clinicians, social workers, and school staff members in making decisions about the disposition of a considerable variety of cases.

The bulk of the book is devoted to the presentation of 59 prediction tables. These range through prediction of behaviour of adult male offenders during parole or under various types of institutional regimes; of boys on probation, on probation with suspended sentence, in correctional schools; of female offenders in reformatories; and so on. It also includes tables for the identification of potential juvenile delinquents at any age, and for identification of treatable juvenile delinquents.

The authors are conservative and modest, as well as rigorous. They show clearly where a table has not been fully tested, and they constantly insist on the necessity of using reliable data, of refining the tables as experience of their use grows, and of considering the tables as one factor, but not the only factor, in such activities as sentencing.

One of the tables—to my mind the most important one—has been tested

extensively. This is the "Social Prediction Table" for Identification of Potential Juvenile Delinquents. The authors record nine tests of the table, including one in Japan, one in France, one with upper income boys, two with girls, and several with children of different racial origin from the population on the basis of which the table was constructed.

In no case did the reliability of the predictions go below 81 per cent, and most of them were reliable in 89 per cent to 92 per cent of the cases. In the majority of these tests, the prediction tables were applied in retrospect to the children at age six. Thus, although the authors are cautious in their claims, there is good evidence that a valid and significant new addition has been made to our knowledge.

The authors describe how the tables have been constructed by selecting the five most prominent factors associated with delinquent behaviour as contrasted with non-delinquent behaviour, out of the dozens of factors which they have studied in the histories of hundreds of delinquents and non-delinquents over the past 35 years.

With the exception of three or four based on the results of Rorschach tests or psychiatric interviews, all the tables use data which can be obtained and scored, in the authors' words, by an "intelligent, trained, and tactful social investigator." What do the tables predict? Not that such and such will or will not happen, but rather that such and such is statistically probable.

The work described in the book has substantial implications for methods of treatment as yet to be studied and elaborated.

The prediction tables, the authors point out, have been only a by-product of their main researches reported

in *500 Criminal Careers, Five Hundred Delinquent Women, One Thousand Juvenile Delinquents, Unraveling Juvenile Delinquency*, and their other books. Yet one cannot help feeling that, as in many scientific endeavours, the by-product may turn out to be more significant than the main product.

The book does not solve all problems of prediction, although the authors do, in their chapter on "Some Objections to Predictive Devices", effectively answer all the possible objections to the *principle* of prediction.

The Gluecks write in an admirably simple and lucid style. It requires a little cerebral wrestling to "get the hang" of the system of organizing the tables, but it is clearly understandable when one has taken a little trouble to master it.

C. G. GIFFORD

School of Social Work
McGill University

Children in Practice, by John Peterson. Cambridge: Cambridge University Press (Toronto: Macmillan Company of Canada Ltd.), 1959. 227 pp. Price \$4.25.

In this machine age of specialization it is startling to discover that some doctors are encouraged to view a patient in his social context. This remark may sound negative or even sarcastic. In reality it is doubtful that many medical students (in Canada at least) have on their curriculum such material as is contained in *Children in Practice*. The author comments that his book "is based upon the experiences of teaching medical students."

If Canadian social workers wish to take the time to read this book they will find its principles very familiar.

They will notice the content covers in summary what they have already studied in detail. Consequently, they should realize the value of their training and that they are members of one profession which is consistently oriented to and aware of environmental influences.

One speculates as to the choice of title, *Children in Practice*, since the content could be related to the adult as well as to the child. The frame of reference is, however, to be commended, for Mr. Peterson emphasizes the *child's* relation to his total environment.

What is the philosophy? In referring to the "Speciality of General Practice" Mr. Peterson says, "Someone has to take the high technicalities of the hospital and relate them to the peculiarities of the child's environment. From the nature of things the hospital consultant cannot do this and the social worker is not equipped to do it. The only person who is properly placed and intellectually equipped to perform this special task is the general practitioner."

Although Mr. Peterson chooses the hospital setting as a prelude, the above quotation is immediately followed by the key or philosophy of the text. He continues, "To do so he needs to turn the same interested eye towards the workings and failures of social life as to the working and failures of the body."

The first quotation may pique the social worker, but Mr. Peterson has a point. The second neatly summarizes the author's purpose in writing.

Mr. Peterson is not content merely to stress and explain social factors in relation to the child. He does provide the doctor with valuable information about community resources available to assist particular children (e.g. the

child guidance clinic, the juvenile court). In other words, he recognizes a doctor's limitations in dealing with social problems but provides a guide for extended service of which the doctor should be aware.

Some readers might say a counterpart to this book would be welcome in Canada, arguing that it can be applied only to a British environment. However that may be, its philosophy is quite appropriate to any nation. Its content has many limitations but, as Mr. Peterson himself points out, "it will have succeeded . . . if it fires some to pursue environmental studies."

ARTHUR H. HOOLE

*The Children's Home
of Winnipeg*

Handbook of Aging and the Individual: Psychological and Biological Aspects, edited by James E. Birren. Chicago: The University of Chicago Press (Toronto: University of Toronto Press), 1959. 939 pp. Price \$12.50.

The worker in the field of aging, as well as the informed layman, is well aware of the way in which much of the literature is scattered throughout a variety of books and journals. The appearance of Shock's *Classified Bibliography* (1951) and the maintenance of a continuing index to current periodical literature in *The Journal of Gerontology*, has at least served to make one's searches for pertinent material easier. Now Dr. Birren and his 29 co-authors have provided in a remarkably concise handbook an overview of the biological and psychological (including many social) factors influencing old age. It does not supersede many of the excellent earlier works, but places them in a fresh perspective.

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Birren has elsewhere written that in gerontology "one can perceive a trend toward viewing psychological adjustment in the context of the whole life span rather than in a narrow age group. Consequences of early childhood experiences and educational practices will increasingly be examined for their significance not only to the early years but also to the adjustment of the mature and aging adult." One ought, perhaps, to take pride in the fact that one of the few important books which has taken a similar approach is by two Canadians, John P. Zubek and P. A. Solberg (*Human Development*, 1955).

Through the handbook's 900 pages, numerous charts and tables, a developmental frame of reference is clearly discernible. Lest any readers feel this reviewer is over-emphasizing the value of that viewpoint, it should be noted that in that most sophisticated volume, *The Concept of Development* (Dale Harris, Editor, 1957), the least coherent chapter was drafted by a social worker. This review within a review is offered less as a criticism than as a challenge—to readers of this review and, one trusts, the handbook itself.

I cannot evaluate the work chapter by chapter—it is after all a reference book and has an excellent index—but let me say that certain chapters are a *must* for all those concerned with gerontology:

Birren's "Principles of Research"; Kallmann on the genetics of longevity; Jones's study of health patterns; Anderson's "The Use of Time and Energy"; and Kuhlen on adjustment over the life span—to select a few perceptive essays.

In a chapter on the social-cultural background of the aged, von Mering draws attention to the need for a

systematic conception of issues especially in the face of pressing problems. But at the same time he reminds his fellow researchers that one "should conduct experiments and arrive at conclusions always in the light of . . . the major socio-economic facts and conditioning forces which shape the experiences of the aged today".

The handbook provides a valuable integration of a vast array of facts and theories. One can only look forward to further publications from the Inter-University Institute in Social Gerontology, which began planning this one in 1956.

LAWRENCE CRAWFORD

Chicago

BRIEF NOTICES

The Adequacy of Social Assistance Allowances in the City of Vancouver: Report to the Community Chest and Council, Vancouver. Prepared by the Adequacy of Social Allowances Committee, September 1958. 87 pp. plus appendices.

Our attention has been called to the fact that copies are available at \$3.00 from Miss Noreen Fairweather, Community Chest and Councils of the Greater Vancouver Area, 1625 West 8th Avenue.

Aging — Public Welfare's Role. Chicago: American Public Welfare Association (1313 East 60th Street), 1960. 20 pp. 50 cents. Discounts: 25-50 copies, 10 per cent; special discounts for larger orders on request.

Social Service Needs of Older People and the Role of Public Welfare in Meeting These Needs. A policy statement of the APWA, developed by its Committee of Aging and adopted by its Board of Directors in February 1960.

Basic Readings in Social Security: 25th Anniversary of the Social Security Act 1935-1960. Compiled for the Social Security Administration by the Library of the United States Department of Health, Edu-

cation and Welfare. Washington: U.S. Government Printing Office, 1960. 221 pp. Price \$1.00. Available from the Superintendent of Documents, Washington 25, D.C.

Comments and Reviews of Books on Marriage and the Family. Council for Social Service, The Anglican Church of Canada, 600 Jarvis Street, Toronto 5, 1960. 9 pp. Mimeo. Free.

Pre-Marital Talks, by Kenneth C. Bolton, Archdeacon of Lambton. Publisher as above. 16 pp. Printed. Free.

These two pamphlets are intended for parish priests and marriage counsellors, and are based on a Christian attitude to marriage.

Report of the Committee of Inquiry Into the Design of the Residential Development. Ottawa: Royal Architectural Institute of Canada, 1960. Price \$1.00. Available from the Institute, 88 Metcalfe Street, Ottawa. Beautifully produced and illustrated.

Social Welfare in Saskatchewan. Regina: Department of Social Welfare and Rehabilitation, 1960. 42 pp. Available upon request, from the Department.

Canadian Welfare

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